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ABSTRACT

Adult education in the Netherlands is administered under four different branches of government. Formal education or credit-granting courses come under the Ministry of Education and Science. Development of the adult as an individual in his/her social environment falls under the Ministry of Welfare, Health, and Cultural Affairs. Industry training, perceived as labor policy, comes under the Ministry of Social Affairs and Employment. The Ministry of Agriculture and Fisheries administers apprenticeships. The Ministry of Education and Science has responsibility for providing night school courses, developing Daytime Secondary Schools for reentry women, and supervising correspondence courses. Adult education under the Ministry of Welfare, Health, and Cultural Affairs encompasses folk high schools, residential educational centers, local educational centers, and education for women. Newer developments in adult education in the Netherlands include the idea of decentralization, the Open University for Higher Education, and the cooperative efforts of the separate Ministries to offer adult education. Projects agreed upon as in need of further cooperative development and promotion are literacy, open school educational activities for cultural minorities, vocationally oriented training courses, preretirement education, and educational networks. Two basic problems of emerging new structures are decentralized versus centralized structure and financial support. (YLB)

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# CURRENT STATUS AND TRENDS OF ADULT EDUCATION IN THE NETHERLANDS

A Plan B Paper

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of the Degree of

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Harriet W. Johnson

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Outline

I. Introduction

†II. History and Structure of Formal Education

A. Early History

B. Developement of State Financing of Public and Private Education

C. Present Structure of Educational Systems under the Ministry of Education and Science

III. Historical Structure of Adult Education

A. History of Development of Adult Education; Separate Ministries

B. Adult Education under the Ministry of Education and Science

1. Night School

2. Mother MAVO - Daytime School

3. Correspondence Courses

C. Adult Education under the Ministry of Welfare, Health, and Cultural Affairs

1. Folk High Schools

2. Residential Educational Centers

3. Local Educational Centers

4. Education for Women

a. VOS

b. Discussion Groups in Schagen

c. Emancipation Workers Experiment

†IV. New Trends and Structure in Adult Education

A. Decentralization

B. Open University

C. Cooperative Effort

1. Literacy
2. Open School
3. Educational Activities for Cultural Minorities
4. Vocationally oriented training courses
5. Pre-retirement
6. Educational networks - PEN

D. Two Basic Problems of Emerging New Structures

1. Decentralized versus Centralized Structure
2. Finances

## INTRODUCTION

The Netherlands is a small, highly-developed, Western European country, which has placed high priority on cooperation with its neighbors while at the same time maintaining its own organization, individualism, and national character. While the size of the Netherlands is about one-fifth the area of the state of Minnesota, its population of fourteen million people places it as the second most populated country in the world, ranking just below Bangladesh. Careful management of its land and water resources and planning for its populations of towns and cities is of great importance to its citizens.

In the field of social work, Americans have traditionally looked to the Dutch for their structure, for new ideas, and for adaptations of older ideas as their social welfare system has developed. In the field of adult education, however, while the Dutch have again incorporated ideas from their European neighbors and the United States into their own environment, Americans have remained unaware of their progress. As a result, American adult educators are not familiar with the developments of adult education that the resourceful Dutch have made in their recent rapid expansion. A close examination of the ways the Netherlands adapts its education for adults to its own environment and the ways it organizes and creates new strategies for its people based on local needs could have implications for adult education practice in the United States.

This paper will try to give a brief history of the developments of

the structure of adult education as a part of the total educational system of the Netherlands, and a summary of some of the trends of the past ten years. In addition, indication will be made of some of the major problems that must be dealt with at this time. The paper intends to show that the Netherlands has created its own significant programs in adult education by drawing ideas from the developed countries and adapting them to their own surroundings. It will also show the emerging new structure of the adult educational system in he Netherlands.

The Netherlands has, both in earlier times as a shipping center and in modern times as an industrial nation, benefitted from the cross-fertilization of ideas from neighboring countries. In addition, because the Dutch are excellent linguists, they have been able to gather ideas from many sources.

The information presented in this paper was gathered from English language materials in six libraries in the Netherlands. Those European journals written in English were another source of information on recent developments. Some government materials which have been translated into English were furnished free by the Netherlands Ministry of Education and Science and by the Ministry of Welfare, Health, and Cultural Affairs. Interviews with individuals, Mr. Frits Waser, and Mrs. Helen Hootsman, who are employed at the local level in the administration of adult education programs, were helpful. Visits to the European Bureau of Adult Education in Amersfoort and to local schools in Delft gave first-hand information. Some materials were also available in the libraries

of the University of Minnesota.

This paper is limited by the fact that time spent in the country was only five months. The last date for the collection of on-site material was December, 1982.

There are areas that have been excluded from this report. Very little material on agricultural programs for adults or on vocational education is included. Both of these areas come under separate Ministries within the cabinet of the government.

Another of the limitations of this paper is the paucity of material translated into the English language. On many occasions librarians and government officials indicated they had a great deal of information to share in Dutch but little available in English.

Given the limitations of time, content, and language, the paper is written to share what has been learned and what can be helpful to us as we look at another country's recent developments in adult education.

## History and Structure of Formal Education

This chapter includes a brief overview of the early history of education in the Netherlands. The development of the present system of state financing of public and private schools (K-12 and college) is explored. Finally, the present structure of the formal educational system under the Ministry of Education is surveyed.

### Early History

An ancient piece of art, dating back to Roman times and now housed in the Science Museum at Eindhoven, shows a young nobleman being taught by his private tutor. It was unearthed in southern Netherlands and records pictorally an example of the earliest form of education in those regions of the lowlands. Very little is known of education in those early centuries. History does record, however, the founding of the University of Leiden in 1575 and the Universities of Groningen and Utrecht in the early seventeenth century as the first educational institutions. After these universities were established, there were many local schemes of education created for younger students, but it was not until the nineteenth century that unifying national statuatory regulations governing elementary and secondary education were passed.

The Netherlands Constitution, written in 1848, granted freedom to provide schooling but no government funding. Under that freedom both Protestants and Catholics could begin to provide elementary and

secondary schools for their own church families without receiving government approval. Those same families funded all the costs. At that time only state schools, i.e. non-sectarian schools, were funded by tax money. From this situation in the 1870's there developed a battle as Protestants and Catholics, who were divided on other issues, united into a power bloc to obtain funding from the government for their particular schools.

Development of State Financing of Public and Private Education

In 1917, a unique and highly-prized Dutch solution to the problem of state financing was decided upon. In that year the Constitution was amended and all "state" (non-sectarian) and "private" (religious) schools were funded by public money on an equal footing. These elementary schools are now funded for a five year period during which they are inspected by the Ministry of Education for quality and provision of a set state curriculum. They may also add their own religious courses. Any group of tax-paying parents, which has recruited a student body of a certain size for religious or philosophical reasons, may open a school and be funded. If the school does not continue to have a certain minimum-sized student body, it will be closed after the five year period. This plan means there are many small primary schools in a small town, each catering to a different group of parents and each equally funded. Examples of these schools would include Montessori,

Lutheran, and Roman Catholic. In 1978, seventy percent of the primary schools in the Netherlands were private. (The Structure of Education in the Netherlands, 1981.) One-third are Roman Catholic; one-third are Protestant; and one-third are non-sectarian.

Not only the primary schools but also the state and private secondary schools are financed on an equal basis by the state. Sixty percent of the secondary schools are so-called private and are state funded.

In describing the effects of the 1917 decision of state financing for public and private elementary and secondary schools, Hans van Houte, Secretary of the Netherlands Institute for Adult Education (NCVO) points out that

> the after-effect of this interesting decision was that after 1920 the same principle [state funding for public and private education] was applied to other areas of social and cultural life. Hundreds of foundations were set up by groups of citizens for the establishment and administration of (Catholic, Jewish, Humanist, etc.) hospitals, libraries, social welfare organizations, universities, etc. The broadcasting system in the Netherlands follows this pattern up to this very day....Thus the Dutch Broadcasting System has thirty-six approved organizations on the air at present. (van Houte, 1977.)

At the present time some of this "evil of fragmentation", as it is now called, has been broken down and Dutch society's rigid division into three socio-confessional pillars (the public, the Roman Catholic, and the Protestant-Christian) has been blurred by the rise of secularization. As an example, as late as 1952, a priest could forbid

his parish to buy the Protestant newspaper; today the T.V. and its cross-section of ideas are available to all. The pillarization (the public, the Roman Catholic, and the Protestant-Christian socio-confessional columns in society) still exists today although less rigidly than before. The school systems do continue as before to receive their support on this historic basis. (van Houte, 1977.)

The cost of so many schools is high, but their system is treasured by the Dutch. As one man observed, "We are fortunate we evolved such a plan of equality; otherwise with our society as it was in 1917 we could have evolved into a situation such as the one that exists now in Northern Ireland." (conversation, H. van Nieukerken, Nov. 7, 1982.)

## Present Structure of Educational Systems under the Ministry of Education and Science

The present system for Pre-School through University students is based on the so-called Education Acts of Parliament. Listed below are the most recent Acts:

The 1920 Primary Education Act

The 1955 Nursery Education Act

The 1960 University Education Act

The 1963 Secondary Education Act

The 1966 Apprentice Act

The 1967 Special Education Decree

The 1969 Compulsory Education Act

The 1970 Educational Experiments Act

Amendments to these Acts are passed at each yearly session of Parliament to keep them current.

Administration of the Education Acts falls largely under the cabinet Minister of Education And Science. Part of his educational responsibility is shared with other cabinet Ministers who administer certain specific portions of the educational system. The Minister of Agriculture and Fisheries, for example, administers agricultural education. The Minister for Science Policy coordinates the educational research on science and technology. The Minister of Social Affairs and Employment supervises industrial training. The Minister of Education and Science, however, has the prime responsibility for the formal or credit-granting educational system. He has an Educational Council of eighty members who help advise him as he draws up more legislation and administers his Department.

The costs of the program of education have risen rapidly. "Expenditures on education [in Post-War Netherlands] rose to such an extent that it has become the largest single item in the National Budget." (Kingdom of Netherlands, Country and People, Government Publication, 1973/74.)

The secondary school system is presently undergoing massive changes to be completed by 1984 based on the pattern of the American comprehensive high schools. Previous to this change, a Dutch child had

to decide upon leaving primary school at the sixth grade which of three tracks to follow in secondary school. At the age of twelve years, the decision between a pre-University school or a pre-training school (teachers and social workers) or a pre-industrial arts school had to be made. Each secondary school was in a different location with totally separated student bodies. After the proposed changes have been completed, Dutch students will be able to shift from one vocational program to another or to a pre-University course without having to change schools while in the secondary level. One particular hope among feminists is that, when the decision can be delayed to a later age, the young girls will be encouraged to opt for more pre-University courses instead of choosing the high school that provides preparation for manual and other "blue-collar" jobs. (de Bruin, 1982.)

> Over the last 20 years or so the concept of secondary education has changed from something that was for the minority to something that is for everyone...In the 60's the objective of offering equal chances to everyone for individual development began to gain ground in education. The learner thus became the central figure in the education process. ("Outlines of Vocational Education Policy in the Netherlands", 1974)

University Education in the Netherlands is provided by twenty University and Technical Training Institutes and 330 Higher Vocational Institutes all of which receive national funds. Students receive government subsidies based on the level of income of their parents. (Molony, 1982.)

In the Netherlands, teachers are trained in separate institutions

which are classified as Higher Vocational Institutes. There are separate institutes for kindergarten teachers, primary teachers and secondary teachers.

In a comparison of Dutch and American school systems, Carol Molony (1982) has observed that a much smaller portion of the Dutch university student body is there for in-service training than in the United States. Teacher in-service programs are few compared to the United States.

The Dutch are particularly concerned about the number of women students participating in higher education. In 1945, only fifteen percent of the female population was involved in higher education (see Figure 1). By 1979, thirty percent of the women were attending institutions of higher education. In comparison with other Western European countries, this is still a low percentage.

The Ministry of Education carries the responsibility for all formal credit-granting schooling from pre-school through higher educational institutions. It is a responsibility shared with each municipality which administers its local schools. The funding and the regulations are nationally administered.

## HISTORICAL STRUCTURE OF ADULT EDUCATION

In this chapter there is a review of the history and programs of adult education under both the Ministry of Education and Science and the Ministry of Welfare, Health and Cultural Affairs. One definition of adult education used in the Netherlands is that suggested by the International Standard Classification of Education (ISCED) as quoted by Lington, (1977):

> organized programmes of education provided for the benefit of and adopted to the needs of persons not enrolled in regular school, college or university and older than fifteen. (quoting the Provisional Guide to the Collection and Analysis of Adult Education Statistics, UNESCO, Paris, 1972)

### History of Development of Adult Education: Separate Ministries

The historical account of the development of Adult Education in the Netherlands begins in the 18th Century and continues through the early 1980's. Important emphasis must be placed on the separate ministries that are responsible for adult education in this country.

In the 18th Century some "Societies for Enlightenment" for adults grew up spontaneously in the Netherlands. For example, middle class liberals established the Society for the Promotion of Public Well-Being, which used Christian principles as a basis of improving education and citizenship. (Titmus, 1981.) By the early 19th Century, however, the realization arose that these societies were not reaching the workers in

the population. As a result, Catholics, Protestants and Socialists each established their respective adult education institutes, run mainly by their labor unions. Only in the big cities was government money allocated to the formal education or credit-granting courses taught in night school. Adult education developed very slowly in these two centuries.

At the end of World War II, a rapid expansion of adult education began, accompanied by a changing view of the purposes of that same education. In 1945, adult education was seen as a means of re-launching the economy and increasing productivity in the war-torn country.

By 1967, twenty years later, the objective of adult education was not concerned with work or nation rebuilding but with giving opportunity for a more well-adjusted person to keep abreast with changes in society. (Janne, 1977)

During the 1970's, evidences of the struggle that is still continuing could be seen between the two views of adult education-- the transmission of knowledge, as in courses for credit and vocational training, on the one hand versus the affective education for individual development and social change on the other hand. (Frese, 1970.)

By 1980, the idea of "permanent education" of "life-long learning", as it is termed in the United States, had become paramount. In the Budget Report to the Parliament in 1980 this priority was clear:

> Education should be seen more as a service that is available throughout a person's lifetime. Further, more than previously, adults should also be able to regard

> education as an opportunity of which they may make use from time to time as well. (Brickman, 1980)

Adult education in the Netherlands is administered at present under four different branches of government. Formal education or credit-granting courses for adults comes under the Ministry of Education and Science. At the same time, the development of the adult as an individual in his/her social environment falls under the Ministry of Welfare, Health, and Cultural Affairs. Industrial training for adults is perceived as labor policy and comes under the Ministry of Social Affairs and Employment, while apprenticeships are administered by the Ministry of Agriculture and Fisheries.

As an example of the prevailing attitude of separation between the supervisors of adult education, consider the statements and perspectives of two government officials. Mr. L.B. van Omman, (1973) has written this description, "Adult Education has always had a close tie to emancipation movements (e.g., of the working class, of women, of young people, of agrarians, etc.)" On the other hand, the Director of the Adult Education (i.e. formal, credit-granting classes) in Delft, the Netherlands, stated in an interview that his adult education program gave "real education--not just classes for housewives". (Waser, 1982.) Each administrator perceived his own work as <u>the</u> valid adult education.

In spite of the examples of differing views of adult education, by 1980 more and more experimental adult education programs have appeared under the cooperative effort of the various ministries. There is

currently a move for the restructuring of adult education to unite it under one ministry, but the choice of which ministry and which empasis has not been established.

Adult Education under the Ministry of Education and Science

Under the Ministry of Education and Science the responsibility for adult education includes providing night school courses, developing new Daytime Secondary Schools for re-entry women, and supervising correspondence courses.

Night school adult education courses at the secondary level, parallel to the regular public school formal credit-granting system, have been offered for many years. These courses are funded by state money to each city or town by the Ministry of Education and Science. The number of females and males attending evening secondary classes are approximately the same for the vocational school track; for every ten adults in the pre-university track, six are men and four are women.

Daytime secondary schools evolved quite recently from an experimental program offered in the town of Middenmeer in 1975. The high school principal of the new town decided that the parents of his students needed high school courses to help them understand the subjects their children were studying. The refresher course offered to parents at the school in the daytime was an experiment funded by the Ministry of Education and Science and provided credits for parents who had not

completed secondary school. Instead of the expected twenty parents enrolling in the new course, the principal found 127 adult students in the first fall session. By mid-winter two neighboring communities also were participating in the experimental sessions with the same burgeoning enrollment. By the second year of the experiment, 5,560 students were enrolled in the daytime sessions in forty-eight schools across the country. The Dutch were clearly embarked on a new program of daytime adult formal classes which led to adults being able to complete secondary school.

Because the overwhelming response of adult students proved to be from mothers returning for the education denied them in previous years, the program at first was called "Moeder MAVO" meaning "Mothers' Schooling" (MAVO refers to the pre-vocational track of secondary school.) "Moeder MAVO", however, was not just for women who were desirous of finishing their high school education: it was for men as well. The name has been changed from "Moeder MAVO" to "Daytime MAVO" to be clear that the program is intended for all adults who desire a secondary-school degree. The program is similar to the G.E.D. program of the USA. At the present time women make up 95% of the enrollment. The response of the women showed the great interest they had for further education. Many of them had dropped out of school in the years between 1920 and 1950 because of the wars and the needs at home. Daytime MAVO offered a long awaited chance to upgrade their education. Women found the time of the class offerings, which were scheduled while their

children were attending school, to be very manageable; adult vacations also followed the schedule of children's vacations. Daytime MAVO also offered a system of cumulative certification whereby the number of courses attempted could be geared to each individual's rate of progress. There is not yet, however, any credit given for life-experience equivalency as some United States adult educational institutions have offered to their returning degree-seekers.

Problems arose for the Daytime MAVO in the early years of rapid expansion. Educational materials were needed on the adult rather than the teen-age level. There was also need for teachers trained to work with adults, for counselors, for lab equipment and furniture. In spite of these difficulties daytime secondary education for returning adults is now a thriving part of towns and cities all across the country; and solutions to the difficulties are evolving. (Hootsman, 1977.)

In 1982, the author attended classes at the daytime school for adults in Delft and interviewed the Director of Adult Education for the city of Delft, Mr. Frits Waser. In his fall session, there were 360 women and 6 men enrolled in the Daytime MAVO and 834 people enrolled in the night school. The Daytime program had its own building which was convenient to public transportation and had adequate equipment and supplies. The teachers had the required degrees to teach on the secondary level but received no in-service education, whether they were hired as full-time teachers or by the hour. Funding for this adult education program came from the Ministry of Education via the Delft City

Council. The fees of needy students were totally subsidized by the government. The government, however, had indicated that the budgetary crunch in the Netherlands would mean higher student fees in 1983-84 and no funds for program expansion. (conversation, Mr. Frits Waser, 1982.)

Mr. Waser believed that there were many more adults who would like to learn and that the market for this form of education was an expanding one. While no more than four percent of the Dutch are illiterate, only forty percent of the Dutch population have high school degrees. Many are referred to the Daytime MAVO through the vocational training programs as vocational students require certain levels of secondary training. Others are referred by welfare counselors as they help persons become self-sufficient. One hundred of Waser's adult education students were foreigners, many of whom were learning the Dutch language.

Mr. Waser reported his greatest hurdle was keeping students in the program. Even when their fees were paid for them, this Director felt that students dropped out with discouragement when the classes seemed to get too hard for them.

In addition to night school and Daytime MAVO secondary education for adults, the Ministry of Science and Education is responsible also for the regulation of correspondence courses. The Netherlands Parliament passed the Correspondence Education Act of 1972 to guarantee supervision of teachers and course materials and to maintain the standards of the various private agencies offering courses. In 1977, there were 201,450 people taking correspondence courses. In 1980 about

40 institutions were accredited by the Ministry of Education and Science. Private institutions provide these varying courses and receive no funding from the government. The majority (60%) of enrollments in correspondence courses are related to vocational courses; general courses include 30% of the enrollments and courses for secondary school credits make up 8% of the enrollments. (Lington, 1977.)

Adult Education under the Ministry of Welfare, Health, and Cultural Affairs

A second major form of adult education in the Netherlands is "generally considered a type of welfare work closely connected to community organization". (van Houte, 1977.) An account is given here of the history of the development of this part of adult education and of the new programs now sponsored under the present Ministry of Welfare, Health, and Cultural Affairs.

In the early 1900's private institutions worked for the care of the people's needs. In response to the fragmentation of Dutch society, Catholic and Protestant social welfare agencies took the initiative in caring for and educating their own adults. Courses to help people change their living conditions were also run by other private institutions, sometimes with and sometimes without government support. There were literally thousands of voluntary agencies.

Government involvement with social welfare became more recognizable

with the establishment, in 1953, of the Ministry of Social Work, which undertook a small regulatory role of the private institutions.

In 1965, the early Ministry of Social Work was incorporated into the Ministry of Cultural Affairs, Recreation, and Social Welfare. With the goal of "the well-being of citizens" as government policy, the former haphazard subsidizing of institutions became a government program. (van Koute, 1977.) Whereas the original funding for the programs of the private agencies had come from their own sources, more recently 95% of the funding was subsidized by the government.

One of the four sub-groups under the Ministry is the Social and Cultural Education Department, which provided opportunities for educational development and awareness. The Department is responsible for overseeing library work, clubs and community centers, out-of-school education (i.e. post-high-school) and youth work. (Developments in Social Welfare in the Netherlands, 1980.) Some of the control over adult education programs lay in the government's power to decide what it would or would not fund with its money, and consequently, how large a staff could be hired.

In November, 1982, the Ministry of Cultural Affairs, Recreation and Social Welfare was changed to the Ministry of Welfare, Health and Cultural Affairs. The Minister is advised on the adult education portion of his responsibilities by an official advisory board that was first established in 1970.

To better understand the development of some of the private

institutions of adult education a brief survey will be made of the evolution of some of their programs.

Folk High Schools The first Dutch folk high school (VHS) was created from the ideas of the Dane, Kristen Kold, who founded a folk high school in Denmark in 1850, and from the ideas of a German, Eugen Rosenstock, who emphasized the value of shared manual labor as a part of education and communication. The Dutchman, Jarig van der Wielen, was impressed with the ideas of both of these men and promoted the development of a group on his farm in 1932 by holding evening discussion groups. Very quickly the school attracted unemployed young people and poor farmers in the northeastern part of the Netherlands. They worked in the community together on manual labor projects and held study and discussion sessions in the evenings. The farm became the center of the residential school.

As soon as World War II ended, a total of fourteen folk high schools were established in the Netherlands and one was founded in Surinam, a former colony. All were residential centers and all were rural.

Each of the schools was individually founded and is even today a private foundation; but they are linked together in a folk high school association. They are also linked by a common philosophy of trying to work with people of marginal power--small farmers, women, immigrants--and by the common educational philosophy of drawing from the group rather than pouring knowledge into the group. Furthermore they share a

commitment to reach out to a cross-section of society.

The folk high schools at first were poor and free. By 1948, they accepted up to fifty percent of their budget from government funds for salaries. In 1967, government funds increased to seventy percent. Even with such a large percentage of government support there are no government restrictions upon them.

The courses in the Dutch folk high schools at the residential schools last for a maximum of two weeks. The participants are then expected to return to their own communities armed with their new learning and understandings discovered at the residential center. The courses themselves are not diploma courses for completing degrees nor are they leisure-time activities courses; the aim of the folk high schools is "to enable people to participate in and give shape to society on the basis of the equality in value of all human beings". (Stapel, 1978.)

All courses emphasize a critical look at society and changes in communities. Some of the courses at the folk high schools involve social problems such as family life. Others are for vocational groups and would be termed a form of continuing professional education here in the United States. As examples of the latter, a group of school board members might meet for three days, or a group of hospital personnel might meet together for four days, or women's groups might consider their problems and possible solutions during a week-long session.

Staff members do not act as teachers but rather as implementors who

recruit outside specialists to help the learners. Staff members must be skilled in group work as well. All group members and all staff are involved in some of the chores at the folk high school while they are meeting and discussing together. (Stapel, 1978.)

Residential Educational Centers Catholics and Protestants established residential centers which were called "educational centers" after World War II for more informal, liberal, adult education courses. Staff members of these centers went to the United States to receive training in group dynamics. By 1950, a total of forty-eight institutions (including the fourteen non-religious folk high schools) were counted in this category. A wide range of subjects might be offered from a consideration of war and peace issues, or nuclear freeze, to professional courses for groups of teachers or groups of factory workers.

By 1980, all residential centers offered programs for all religious groups. The strict denominational lines in adult education, as in other parts of society, have become blurred.

The central government has supported these residential educational centers by paying seventy percent of the cost; it also protects the consumers by guaranteeing a common standard for the courses.

The projected governmental budget for support of these residential centers was reduced in 1983-84. It remains to be seen what effect these cuts will have on the programs of these centers.

Local Educational Centers Local educational centers seem to have sprung from two different roots. One type evolved as a logical extension of the residential centers. While adults might experience changes in attitude and knowledge at a residential center, they returned to their own community and felt a lack of continued guidance and support as they strived to bring about changes in their community or place of work. Accordingly, by 1966, a number of local centers were formed across the country to offer programs much like those of the residential centers. These could be evening courses offered over a longer period of time than the intense experience of the residential centers. An alternating pattern was also established using both residential and local centers.

Another type of local educational center was begun in Amsterdam in 1913 and was called a "People's University". The Dutch in this case were inspired by the university extension movement of Great Britain. Other people's universities were established in both rural and urban settings, all for the common goal of conveying academic knowledge. There is a wide variety of courses given in the evenings on all kinds of academic subjects. Staffing follows different patterns. For example, the People's University of Enchede employs full-time staff and has its own building. In smaller towns the work is done by part-time staff and volunteers. A close parallel can be made between their people's universities and our University Extension Departments.

Still another kind of local education center serves as a discussion

center in the evenings for various groups of people with the purpose of sharpening critical thinking and developing individuality. These centers include community centers and neighborhood clubs. An example of a local education center is the "Refresher course for Parents" in Leiden North implemented 1973-1975. In the older, working-class neighborhood, children did not do well in school and had few opportunities for breaking out of their cycle of mediocrity. In 1973, a neighborhood association was founded which incorporated different groups from the community. A plan of study and action for improving the areas of greatest problems, i.e. education, social-welfare, cultural work, housing renovation, and rehabilitation, was devised. From this beginning evolved a "Refresher Course for Parents of School Age Children". The school and its teachers became much more involved with the parents directly and devised courses in the evening to help them with direct application in their daily lives of the subject matter which children were learning during the day. In return, the parents became actively involved in the life of the school and contributed in a variety of ways to school projects. Both parents and children shared in the learning and the implementation of the project. The goal of the course was described as enlarging:

> the participant's self-consciousness and self-value, to clarify his position in society, and as far as possible to present the road to an improved position as a collective road based on solidarity. (Project Leiden North, 1977, in Experiments in Dutch Adult Education)

Education for Women Attitudes towards women's employment and education are different in the Netherlands from those in the United States. For example, fewer married Dutch women have a paid job than women in any other EEC country. (Women of Europe, 1982.) According to a survey in 1974, one out of every six adults in the Netherlands did not think it necessary for girls to receive an education equal in length, type, or level to that which boys received. (Women and Higher Education in the Netherlands, 1982.) Kolkman (1979) has explained "as of old in the Netherlands the ideal state of affairs was regarded as one in which women did not have to earn their own living..this was included among the aims of the labour movement." Life in the 1980's is not organized to make it easy for women to work outside the home. Grocery and department stores are open only one night a week; children come home from school for lunch every day; and day care centers are at a premium.

Since the early 1970's there has been special emphasis placed on raising the position of women in Dutch society and on opening new opportunities for full participation in all aspects of life. Cornelius Staples (1980) summed up the government policy objectives as:

a. to promote liberation from traditional roles and bring about changes in fixed patterns of thought and behavior.
b. to eliminate discrimination and disadvantages with regard to both sexes, in society as well as in family life and personal relationships.

He identified adult education as the main instrument for carrying out

this governmental policy.

Some of the growth in opportunities and assertiveness for women came through the community education centers and the initial instigation of the staff of the centers. Some of the growth came also through the efforts of existing women's organization which have been part of Dutch society for fifty years. The Dutch equivalent of the United States American Association of University Women has taken a leadership role as has the Dutch Housewives Association through their local chapters in each town. In addition to these sources of growth, some opportunities for women also came through the formal credit-giving educational courses described previously under the Ministry of Education and Science.

Three examples are included here of programs which the Dutch have used experimentally in their effort to bring about changes for women in their society.

VOS - Women Orienting in Society The program entitled VOS (Women Orienting in Society) was an experimental, governmentally funded model begun in North Holland for women who had not completed high school. From its successful beginning in one local neighborhood center, the program spread to all parts of the country until, by 1980, six hundred courses were offered in neighborhood and adult education centers across the country. The program tries to give women an overview of current issues in society and their relationship to these issues. Training sessions set up for volunteer leaders are also part of the educational

process. Some of the course topics include: Women as Child Raisers, Women as Partners, and Women as Citizens.

Discussion techniques are used to try to raise the women's self-image as they participate in the learning process. They are also encouraged to move on to further adult education and to more active involvement in their communities. Some of the graduates of the program seek out folk-high-school week-end seminars for further education; some find other follow-up courses in their own communities.

One of the problems in the present recession is that women in the lower classes cannot afford the VOS courses, and the subsidies from the government are lowered in these belt-tightening times (Hootsman, 1982.) The program remains, however, an example of a unique Dutch experiment in helping women re-enter educational activities as adults.

Women's Discussion Groups in Schagen An example of a program to reach women, who are tied down with small children and unable to take advantage of adult educational opportunities, is found in a project in a medium-sized city in North Holland. Adult education counselors circulated pamphlets and organized the first meeting of women in the community of Schagen. Next, they organized the volunteers from the group of mothers who agreed to be trained as the discussion leaders for small groups meeting during the day in homes. At first the discussion groups explored and identified the problems. Then groups were formed to study "Further Education for Women". Eventually it is hoped an Open

School project for women in Schagen will be formed. In the evaluation it was clear that the majority of the participants found the discussion groups meaningful. They stated they found themselves changed as they became:

> more self-confident,
> more critical,
> more honest and open,
> more in sympathy with other women,
> forced to be more authentic.
>
> This would be the first step on the road to equal chances in society.....Supplementary provisions need to be set up, such as employment possibilities, nursery facilities, schooling, general education and vocational training possibilities.
> (van de Velde, 1977.)

Emancipation Workers Experiment In the early 1970's an awareness began to grow of the many limitations for education and employment for women in modern Dutch society. The government established a national Advisory Committee in 1974 under the Ministry of Welfare, Health and Cultural Affairs and requested a plan for policy and action to be presented by the committee to the Ministry.

The five-year plan sent to the policy-makers of the Queen listed three major goals:

a. establishing a network of emancipation workers, paid women who would promote the advancement of women through many organized groups in Dutch society,

b. establishing a clearing house of knowledge and research in the field of women's studies,

c. naming a stateswoman for emancipation as State Secretary

under the Ministry of Welfare, Health, and Cultural Affairs. (Hootsman, 1982.)

The suggestions from the five-year plan were incorporated into the Emancipation Workers Project which established a three-year experimental program and which was nationally funded. A woman was designated as State Secretary of Emancipation of Women. The project also employed fifty-four women, located in all parts of the country, with varying educational backgrounds, who were assigned as emancipation workers or agents of change to more than thirty organizations ranging from labor unions to women's organizations, with the task of permeating and changing various aspects of Dutch society. One of their important functions was to take action in the fields of education, employment, health, and politics. Theoretically the emancipation worker was to work herself out of her job of consciousness raising by the end of the three years of the project.

As examples of this project, one worker was requested to work with the VVAO, which is the Dutch equivalent of the American Association of University Women, to help them consider the plans which that organization could make for relevant actions. Another worker was requested to work with the Catholic Women's group. Emancipation workers were gathered together twice a year by the Ministry at a residential center for consultation and coordination.

Each women's organization with its own advisory committee and its assigned emancipation worker evolved different ways of stimulating its

particular segment of society. Examples of some of the actions were evident in many places. Bookstores in Amsterdam carried a new booklet on a prominent table entitled Vrowen weer naar School (Women Return Again to School). Its contents list all the possibilities for re-entry in education that are available to the women of Amsterdam. Posters were plastered on trains all across the country encouraging women students to continue taking mathematics and science in high school and college. Elementary school teachers were provided free workshops on changing sex-role patterns and teaching these concepts to children.

The Emancipation Workers project was transferred administratively in its last year to the Ministry of Social Affairs and Employment. Evaluation of the project is being completed in 1983. The government is presently deciding about the future of the project during the budget-cutting process of 1983.

## NEW TRENDS AND STRUCTURES IN ADULT EDUCATION

Newer developments in adult education in the Netherlands are surveyed in the following section. First, the idea of decentralization and the method of providing funds for each local community is a uniquely Dutch innovation that is explored. Second, the newly founded Open University for Higher Education is described. Third, the cooperative efforts of the separate Ministries to work together in offering adult education are highlighted. All three of these discussions should give an overview of new trends and structures and the basic problems that merit watching in the coming years.

### Decentralization

In January 1979, a new plan for the financing of welfare facilities went into effect. Under this plan, by 1982, each municipality is to decide at its own local level which social and cultural work it wishes to continue and/or abolish for its own community. Part of the philosophy behind this plan is the conviction that the democratization of the planning process itself provides an educational endeavor for the citizens.

### The Open University

Following the examples of the British Open University and the

German Open University, the Dutch have planned for their own Open University to be established in Heerlen, in the southern part of the country, in late 1983 or 1984. The city of Heerlen will be the administrative center only, for the courses will be provided in twenty-four regional study centers, on national T.V. and in some local work-study situations. There will be eighteen full time professors working in and out of Heerlen at the time of the formal opening. Later, the teaching staff will be enlarged.

The objectives of the Open University are: "to provide higher educational opportunities for those who, for whatever reason, have not had access in the past..." and "To serve as a link between university and higher vocational education." (Schuyer, 1981.)

The student body is expected to include a very diverse population in age and educational background. Expected enrollment ranges to 20,000 full-time and 10,000 part-time students, all of whom will be above the age of eighteen. It is also expected that many women will be enrolled. Students are expected to select their own program of study and to carry out the plans under the supervision of the staff.

The 1978 estimated cost of the Open University was 90 million guilders ($35 million); but with the inflation rate of the Netherlands, it undoubtedly will go higher by 1984. Even with their budget-cutting, the Dutch are committed to the formation of their Open University.

Cooperative Effort

L. B. van Omman, Minister of Welfare, Health, and Cultural Affairs, noted as early as 1973 the growing cooperation between the different Ministries working in the field of adult education and their emerging teamwork. (van Omman, 1973.) Ten years later in 1983 we can look at five projects agreed upon by all the Ministries as high priority items in need of further cooperative development and promotion in the immediate future.

Literacy The Ministries have cooperated in the appropriation of federal funds for the development of newer materials and for the training of teachers in newer methods to try to eradicate illiteracy which exists in one to four per cent of the Netherlands population. Emphasis is placed on the use of materials closely related to the lives and experiences of the participants.

Open School In 1974, an Open School Commission was established by the Ministry of Science and Education and by the Ministry of Cultural Affairs, Recreation, and Social Welfare. Its responsibility was to advise the administration about a multi-media educational system for adults, particularly those adults who were underprivileged.

The objectives of this jointly sponsored project were:

1. To form an autonomous institution affording adults a

second opportunity in keeping with actual individual needs.
2. To utilize and integrate all existing educational resources.
3. To give priority to the least privileged.
4. To concentrate on secondary-level education.

(Report of Council on Cultural Cooperation, 1977)

In May 1975, the Open School Commission gave its first report and established the target group as those adults who had no more than primary education. The curriculum began at the lower secondary educational level so its students could progress on either a general or vocational level through secondary school and receive certificates and diplomas. (de Roude, 1978.)

The training of the part-time teachers was given at the town of Zeist in which the headquarters of the Open School were located. Training of teachers working in the Open School Projects has been divided into "basic" and "orientation" programs. "Basic" refers to all-around knowledge of adult teaching. "Orientation" refers to activities to help teachers be in touch with adults of special target groups such as women or minorities. The training is part-time to be used experimentally in full or part-time teaching jobs. (Siedenburg, 1982.)

The first project was begun in Zealand in a largely isolated area along the coast. Radio, T.V. courses excursions and written materials were created. Each student went through a long preparatory phase during which she planned her own course with the help of a tutor. A two-year follow-up study was conducted, but the costs of that evaluation effort

were too high to continue in that form.

After 1976, fourteen pilot projects were set up involving 1500 people as participants. Eight of these projects were specifically planned for married women with the objective of reaching those women with only eight years of school. Under the pilot projects the TV courses and their discussion groups became certified correspondence courses. Large numbers of learning packets were prepared, entailing six hours of study for each. (van Houte, 1978.)

Criticism of the Open School projects included comments that the learning packets were sometimes too abstract for the group using them. Another criticism was that the rigid timing of the TV courses was hard to fit into the learners' schedules. Additional criticisms centered around the training of the teachers. (Report of the Council on Cultural Cooperation, 1977.)

In spite of these criticisms, the objectives of the fourteen Open School pilot projects were achieved by giving the participants a combination of individual projects, group discussions, and by the use of many multi-media aids. The pilot projects were ended in mid-1981 and their findings given to both the Ministry of Education and Science and the Ministry of Cultural Affairs, Recreation, and Social Welfare. The Open School Method in 1982 was being used in 30 locations.

Educational Activities for Cultural Minorities Minorities in the Netherlands are identified as foreign workers and their families as well

as people from the former colonies of Molucca, Surinam and the territory of the Antilles. A number of cooperative projects have been created with the general aim of:

1. emancipating the members of cultural minorities
2. promoting their participation
3. improving relationships between them and the Dutch citizens.

The primary focus of the courses is on learning the Dutch language and the ways of Dutch society. The Dutch have a strong resolve that all minorities should be able to participate fully in Dutch society. (Pamphlet of the Ministry of Cultural Affairs, Recreation and Social Welfare, Adult Education in the Netherlands, 1981.)

Vocationally Oriented Training Courses In the Netherlands distinction is made between "refresher courses" or in-service training and "re-training courses" for a new field. The Government pays for all or part of the expenses of both.

Several types of training have developed. One training, professional training for adults, offered by government centers has been described previouly in this paper. Another kind of training, the industrial on-site job-training given by the employer, is reimbursed by the government. A third type which is new and highly experimental is given in the form of short-term grants to unemployed women university graduates for retraining for a new field. Special emphasis is also

placed on giving help to those in threatened positions in the job market to equip them for a new field. All of these forms of retraining and refresher courses are seen as "permanent education" and are under the joint domain of the Ministry of Education and Science, the Ministry of Cultural Affairs, Recreation, and Social Welfare, and the Ministry of Agriculture and Fisheries, and the Ministry of Social Affairs and Employment. ("Outline of Vocational Educational Policy in the Netherlands", 1974.)

Pre-retirement Education Another project given high priority by the cooperative efforts of the Ministries is the pre-retirement education project.

Since 1960, there has existed a preparation course for employees about to retire in the Netherlands. The tuition costs are paid by the employer and paid leave given to the employee. Both employee and spouse attend together. The short-term part of the course is offered for three to five days in a college setting; the long-term part is given in a local adult education center.

In 1981, a three year project on pre-retirement education was established to evaluate the accomplishment of the aims of the course and to try to improve the quality. The course itself tried to help the learner evaluate the questions "What has work meant to me?" and "How will my life change with retirement?". Information is also given on practical matters such as health, housing, and financing. A third part

of the course content centers around recognizing the resources for retirement years in ones own community.

The results of the retirement education project will not be completed until the end of 1984 but should provide evaluation of the existing model, new program models, teaching materials and activities.

Educational Networks The last cooperative project described is not related to curriculum or program for a specific group. It is instead a pilot plan to decide how best to coordinate adult education offered at the local level.

In 1975, the state Commission for the Promotion of Local Educational Networks (PEN) was established. The tasks of the Commission were:

1. To advise how the existing and/or future provisions for adult education in the local situation could be brought together in a coordinated structure.
2. To state how a local plan could be set up to develop a program of cooperation among the group.
3. To develop plans and methods to encourage groups to participate in adult education.

(van Houte, 1977.)

In the PEN project one can see the beginning of decentralization. Each local community is to establish its own priorities for adult education programming and in the ensuing democratic process assure participation in the governing process.

In the past when adult education was being offered in many forms, there were many financial regulations and sources. In the present model

each municipality in its city council takes an inventory of adult education in its community, decides what should be continued and what group of people need additional service and makes an annual plan for a program of adult education in its own locale. It must make an accounting of which local projects will be handled by which institutions and how the financing will be done.

When the final written plan is presented to the Ministry before November 1, there must be careful documentation of the needs for subsidy from the state. Smaller towns which lack a municipal government may be involved as part of a regional or provincial proposal.

In 1978-9 a survey was made of the local network planning for adult education in 77 of the municipalities. A wide variance in guilders per person was revealed to have been spent in the 77 communities. The survey showed that the groups that had the greatest increase in per capita spending and new programs were women, illiterates, and the foreign workers. (Titmus, 1981.)

At the time of his interview in the fall of 1982, Mr. Frits Waser, head of the formal adult education of the city of Delft, was ready to make his presentation to the Council of Delft. This program was only a part of all the adult education programs offered in the town. The town council had the final vote on the total plan and program for the town.

Such a system of city-planning extended to adult education appears to be a uniquely Dutch contribution to the organization of a fragmented field of education. Further exploration of this area in the near future

would seem to be promising for new ideas and a new model other countries might want to explore.

## Two Basic Problems of Emerging New Structures

In this section two basic problems of emerging new structures are presented. The solutions to these problems are still evolving and will be several years in the making.

Decentralized versus Centralized Structure The Ministry of Education and Science has organized its system of schools for pre-Kindergarten through University in a strongly centralized manner. Rarely is there local initiative in organizing new and different formal credit-giving courses. Education of equal quality is offered to all.

The Ministry of Welfare, Health, and Cultural Affairs, on the other hand, has operated since 1967 with a strong emphasis on decentralization of its efforts. Powers and responsibilities since 1979 lie with the local municipal government for planning which agencies and programs to fund, which to preserve, and which to end. While the funding itself comes from the central government, evidence is given here of the strong belief that part of the education is participation in the process. By 1982, all social services were determined at the local level. (Developments in Social Welfare, 1980.)

At the present time there is a good deal of discussion in the

Netherlands about assembling all the adult education presently under assorted Ministries under one government agency for administration. In theory this idea sounds practical and efficient; in practice the idea presents difficulties because of the question of decentralization versus centralization. If adult education is placed under the Ministry of Education and Science, the process of decentralization, of each local community planning for its own needs and solutions, might be sacrificed to the national plan. If, on the other hand, adult education is placed under the Ministry of Welfare, Health, and Cultural Affairs, the strong unified system of education which is equal in form and design all across the country might be sacrificed. (van Houte, 1977.)

With the experimental model of PEN, which was discussed earlier, the Dutch are beginning to test out models which may later lead to a new solution. In community-planning, social welfare planning, and now in adult education planning the Dutch are again weighing possibilities, deciding upon the best option.

Finances A second major problem in the emerging new structure of adult education involves the question of financial support in a time of budgetary crisis in the Netherlands.

In contrast to Sweden, which decided in 1982 to revitalize its sagging economy by going deeper into debt and spending more on public programs, the Dutch government decided to go on an austerity budget and to try to live within its means. The Queen in her message in the fall

of 1982 called for "belt-tightening" by all the citizens. As TV news presented accounts of major companies going bankrupt in the winter of '82-'83, the Dutch realized they were indeed in the midst of hard times. Unemployment was predicted to rise to thirteen percent. Strikes of fire-fighters and postal workers protesting salary cuts had broken into the news in 1983.

The extent to which the proposed budget cuts will reduce or possibly eliminate the adult education opportunities for the poor and powerless on a long-term bases is not yet clear. Budget cuts were instituted in 1983 to reduce the amount of support for the residential centers, to maintain the Daytime MAVO program at its present size of enrollment, and to curtail funding for the cooperative agency, the European Bureau of Adult Education, now located at Amersfoort. (Bax, 1982.) Further study will be necessary to see how budgetary curtailment affects adult education in the Netherlands.

In summary, there are several discernable strands for the American audience studying the new trends and structures in adult education in the Netherlands. First, careful consideration must be given to the ways in which the Dutch provide opportunities and activities for the disadvantaged adults of their society. Education is seen as every citizen's right and as society's obligation to provide. Second, in times of economic recession, the cost-cutting efforts of the Dutch can be observed and compared to the American situation to see which efforts are effective and which are crippling. Third, the Dutch plan of

decentralization which uses the democratic planning process itself as part of the education of its citizens bears watching. As federal agencies are decentralized, the Dutch models which have been used experimentally might be helpful. While each nation must create its own solutions to its own particular problems, the lessons learned in a smaller, progressive, highly planned democratic society are valuable for a larger nation to study as a model.

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